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MEMORANDUM FOR THE UNDER SECRETARY OF DEFENSE (ACQUISITION AND
TECHNOLOGY)
PRINCIPAL DEPUTY UNDER SECRETARY OF DEFENSE
(ACQUISITION & TECHNOLOGY)
DEPUTY UNDER SECRETARY OF DEFENSE
(ACQUISITION REFORM)
ASSISTANT SECRETARY OF THE ARMY (RESEARCH
DEVELOPMENT & ACQUISITION)
ASSISTANT SECRETARY OF THE NAVY (RESEARCH
DEVELOPMENT & ACQUISITION)
ASSISTANT SECRETARY OF THE AIR FORCE
(ACQUISITION)
DIRECTOR, BALLISTIC MISSILE DEFENSE

ORGANIZATION

SUBJECT: Single Process Initiative Quarterly Report

As requested in your letter of December 8, 1995, we have prepared the attached quarterly report describing the progress achieved in replacing multiple government-unique management and manufacturing requirements in existing contracts. The report contains an overview of the latest SPI statistics, including instances where estimated annual savings (contractor cost avoidance) and consideration have been identified. Also included is updated information on the following topics: prime and subcontractor relationships, increasing supplier involvement, law or regulation changes, NASA, SPI and new procurements, DoD Inspector General evaluation of SPI implementation, upcoming Acquisition Reform Day activities, SPI recognition program, and additional SPI issues of which you should be aware.

Should you have any questions or concerns regarding the information contained in the attached documents, please contact Ms. Marialane Schultz, SPI/Block Change Management Team Leader, at (703) 767-2471.

//Signed//

ROBERT W. DREWES
Major General, USAF
Commander

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SINGLE PROCESS INITIATIVE QUARTERLY REPORT

October 1, 1996 - December 31, 1996

prepared by
The Defense Contract Management Command

January 10, 1997

Single Process Initiative

Quarterly Report

(October 1 - December 31, 1996)

Introduction

It has been a year since the Single Process Initiative (SPI) was formally introduced by the Department of Defense (DoD) as an important cornerstone of acquisition reform. We have made a great deal of progress since then, focusing extensive efforts on getting the initiative up and running, training and education, policy development, maintaining an expedited pace, problem resolution, and continually improving the quality of this very important endeavor. While we have achieved a great deal during the first year, we recognize the real challenges still lie ahead. For example, we need to redouble our efforts to increase contractor participation, encourage supplier involvement, measure benefits, shift our focus to areas representing bigger impacts (i.e., technical innovations), and to expand the use of management councils. We are already laying the groundwork to advance toward these objectives.

The SPI activity summarized in this report shows continued progress and reflects our move to initiate projects that will support our future objectives. It highlights issues, such as prime and subcontractor relationships, increasing supplier involvement, law or regulation changes, National Aeronautics and Space Administration (NASA) activity, SPI and new procurements, DoD Inspector General's evaluation of SPI implementation, upcoming Acquisition Reform Day activities, the newly instituted SPI recognition program, and additional issues of interest.

Statistics

Below is a comparison of SPI activity from last quarter to the current quarter. Additional details, including summary lists of contractors participating, proposed processes submitted to date, contractors with signed modifications, etc. are contained in Appendices A-G.

	<u>December 31, 1996</u>	<u>September 30, 1996</u>	<u>% Change</u>
Concept papers received	552	408	35%
Proposed processes	671	479	40%
Processes modified	243	133	83%
Contractors participating	136	111	23%
Companies w/ modifications	74	48	54%
Average cycle-time	113	111	02%

Growth in SPI activity has slowed compared to last quarter, however, we continue to see steady increases in concept papers received, processes modified, and the number of contractors participating in the program. While we are pleased with this upward trend, the level of activity is well below expectations relative to the number of contractors performing defense related work. For example, we estimate the Defense Department deals with approximately 25,000 contractors, yet only 136 are active in SPI, proposing a total of 671 process changes.

While not all of these contractors are candidates for SPI participation, it is clear there exists vast opportunity to extend our SPI marketing efforts to those contractors with the majority of defense dollars.

We have analyzed information on the top 200 contractors that account for 80% of defense sales (Appendix H). This analysis revealed only 28 of these contractors, representing 64% (over \$49 billion) of the top 200 defense revenue, have participated in SPI. We are currently developing a strategy for increasing participation among this group of contractors, to include an analysis of potential process targets within industry sectors (i.e., aerospace, tank automotive, etc.) that may yield the greatest return on investment. We will keep you informed of our progress as we further develop this approach.

Expediting review of contractor concept papers, approval and execution of block change modifications remains key to the success of SPI. The average cycle time for completing this process remains under the 120 day goal at 113 days. We believe this is largely attributable to the continued high level attention placed on SPI within the DoD, Defense Contract Audit Agency (DCAA), and NASA. Such senior level support has played an important part in ensuring the necessary resources are dedicated to make process changes in a timely manner. The General Accounting Office (GAO) recently released a draft report entitled, *Acquisition Reform: DoD Faces Challenges in Reducing Oversight Costs* (GAO Code 707154, OSD Case 1269) which reinforced that senior level involvement is necessary to advance acquisition reforms. It further stated that SPI, outgrowth of Reinvention Laboratories, has the level of management attention needed to move the program forward and to overcome obstacles.

Savings/Consideration

We are bolstering efforts to more diligently collect and review information on cost benefits associated with proposed SPI concepts. On November 19, 1996, the Defense Contract Management Command (DCMC) issued guidance to its Administrative Contracting Officers (ACOs) to ensure this information is contained in contractor concept papers and that appropriate analyses are performed by DCMC and DCAA on the financial merits of implementing such concepts. The guidance also instructs DCMC Contract Administration Office (CAO) Commanders to report contractor estimates of cost savings/avoidance and the results of DCAA reviews for each concept paper in their SPI activity reports.

DCAA has been reviewing the cost/benefit analyses included in concept papers and has been providing the results to DCMC ACOs. Most of the modifications to date have been no-cost, however, DCAA's reports, while not covering all active concept papers, have shown estimated annual savings (contractor cost avoidance) resulting from the proposed processes to be approximately \$34 million; up from \$19 million last quarter. Consideration, including the value of goods and services obtained, totals approximately \$6.4 million. Estimated savings is expected to grow as more reports are received from DCAA.

Prime and Subcontractor Relationships

On September 3, 1996, the Under Secretary of Defense for Acquisition and Technology (USD (A&T)) issued a memorandum which provided guidance for dealing with prime contractors who are also subcontractors to other contractors. While this guidance establishes the needed framework for addressing prime/subcontractor relationships under SPI, industry feedback obtained in various venues indicated SPI implementation hurdles remained in this area. In response to such concerns, Dr. Kaminski asked DCMC to charter an Integrated Product Team (IPT) to devise a strategy to clear these hurdles and to facilitate SPI between prime and subcontractors.

The Prime/Subcontractor IPT was formed in November, 1996, and comprised of both government and industry representatives. The group circulated a draft report containing preliminary findings in early

December. Based on comments received, the IPT reconvened to address additional issues that were not adequately covered in the original draft document. The revised report identifies prime contract requirements, which are inconsistent with government accepted single processes at the subcontract level, as the main barrier to using accepted SPIs at the subcontract level. The IPT discovered prime contractors routinely flow down these inconsistent requirements, whether mandatory or not, because they believe this will ensure compliance with the government contract.

The IPT's proposed solution is prime contractors should use the existing SPI process to submit concept papers that propose an SPI "subcontractor enabling provision". This would allow prime contractors the freedom to substitute government accepted subcontractor SPI processes in lieu of flowing down conflicting prime contract requirements. The enabling provision, once approved by the management council, will be inserted into existing prime contracts at a given facility via a block change modification.

Lockheed Martin Tactical Aircraft Systems in Ft. Worth, Texas, has already submitted a concept paper proposing the IPT's solution and the local management council is currently reviewing the company's proposal. While this approach may be feasible for Lockheed Martin, it is important to note that the IPT's recommendation is not a single solution to this issue. It is an added tool to resolve prime/subcontractor barriers to implementing SPI. Should the management council choose to employ the method described in Dr. Kaminski's September 3, 1996 memo or some other appropriate alternative, they may do so.

The IPT recommendations were briefed at the January 7, 1997 block change management team meeting; the final report will be provided under separate cover for your review.

Increasing Supplier Involvement

In addition to addressing issues relating to prime contractors who also serve as subcontractors, we are focusing more attention on increasing supplier involvement in general. A significant portion of the cost of DoD products is incurred at the supplier level. Therefore, their participation in SPI is imperative to fully realize the potential benefits the initiative offers. A number of activities are underway to incentivize supplier involvement in SPI; a few are discussed below under *Acquisition Reform Day* and *SPI Recognition Program*.

Law or Regulation Changes

Thirty-one concept papers have been submitted to Headquarters from 8 contractors that affect laws or regulations. Many of the papers are incomplete or lack appropriate analyses to support suggested revisions. We have formed an IPT to identify and correct these deficiencies, as well as, to review and consolidate proposals where appropriate for final processing. The IPT effort will commence on January 21, 1997, and will include participants from DCMC, the Services, NASA, DCAA, and General Counsel.

Notwithstanding the above, we have made some progress in this area. Eleven of the 31 concept papers received to date relate to property. We have reviewed these proposals and have shared them, with the Federal Acquisition Regulation (FAR), Part 45 rewrite team for their consideration. We have also prepared and forwarded a Defense Federal Acquisition Regulation Supplement (DFARS) case to the DAR Council, proposing to allow contractors to use the newly developed industry standard for Earned Value Management Systems (EVMS) instead of the Cost Schedule Control Systems Criteria currently required by the DoD 5000.2-R. DoD has accepted the proposed industry standard and the Director, Defense Procurement is preparing to make appropriate changes to the DFARS. Dr. Kaminski has instructed

contractors that wish to convert to the new EVMS criteria on existing contracts, to do so using block change procedures.

To keep industry informed of the status of their law/regulations proposals, we have notified the affected CAOs of progress made to date and have asked them to pass on the information to the submitters. In addition, we announced that future status updates will be posted monthly on our home page. This information will provide a summary of proposed changes in-work and should minimize multiple submissions for concepts already being considered.

NASA

On 4 December, the SPI Management Team participated in the second NASA headquarters SPI Video Teleconference (VTC) with its centers. Discussions focused on how to best coordinate NASA approval when multiple centers are affected by a concept paper. Follow-up meetings are planned to address this important issue. During the VTC, we described our recent actions to improve communication between NASA Centers and DCMC. For example, the SPI Management Team recently sent a message to field commanders who have contractors doing NASA work. The commanders were reminded that NASA is a key participant, regardless of contract value and they should ensure all NASA Centers affected by a concept paper are included in proposal reviews and management council deliberations.

International Issues

International agreements, and the need to coordinate with multiple national governments as well as buying activities, have challenged our international SPI efforts. Currently, we have 10 proposed SPI processes submitted by GEC Marconi in England. While SPI approval was initially protracted by this coordination process and the need to address all applicable international agreements, we have worked closely with Office of Secretary of Defense (OSD), the Services, and our International District to clear any hurdles to approving GEC Marconi's concept papers. As a result, we recently received approval to proceed from all affected parties, including an endorsement from the United Kingdom Ministry of Defense. We are in the process of modifying the appropriate U.S. Government contracts.

SPI and New Procurements

Industry remains very concerned about preventing "old specifications" from creeping into future contracts. They fear this will cause them to revert from the single process agreed to on current contracts. We have been working with the services to address this problem and to ensure accepted single processes can be used on future contracts. The Navy and NASA have taken action to incorporate language into contract solicitations that allows for the use of approved single processes when determined technically acceptable.

We are also taking action to link SPI and Early CAS efforts to preclude the situation described above. DCMC recently developed a list of lessons learned, "look fors" and "look out fors" to aid contract administration personnel during Request for Proposal (RFP) review activities. CAO personnel are advised to review required specifications and standards or management system requirements cited in the solicitation for conflicts with prospective offerors' processes approved under SPI. CAO personnel are in a position to identify such inconsistencies and forward their findings to the buying office and cognizant management council for action.

DoD Inspector General

In June, 1996, the DoD Inspector General (IG) performed a review of DoD Block Change Modifications. The draft version was released on October 23, 1996 for comment. The IG's review covered SPI implementation at four facilities/DCMC CAOs which executed block changes. In their draft report, the IG found SPI has the highest level of management attention at DCMC and component levels. The report also found management councils and contracting officers are generally complying with the block change process, however, six areas requiring management attention were cited:

- (1) The 120 day time frame for executing block change modifications may not provide sufficient time for proper evaluation of concept papers.
- (2) Implementing guidelines established by DoD components do not address how the Services and DCMC should coordinate concept paper review and approval for block changes that affect special access program offices and contracting activities that retain contract administration.
- (3) Management councils do not always document results of technical evaluations to demonstrate technical merits of concept papers or the reasonableness of proposed implementation costs.
- (4) DCAA auditors do not always perform adequate or independent reviews of proposed implementation costs.
- (5) ACOs do not always obtain legal reviews prior to expediting block changes.
- (6) ACOs do not always adequately document the basis for consideration prior to executing block changes.

We have forwarded our comments to the DoD IG on their draft report findings. Many of the cited areas for improvement were addressed prior to the issuance of the DoD IG draft report. Remaining areas will be evaluated and improved where necessary.

Acquisition Reform Day

We are planning a variety of SPI activities for the upcoming Acquisition Reform Day (ARD) in March, 1997. Planned activities include case studies for management council and service use in addressing current SPI challenges, such as increasing supplier involvement and ensuring new procurements allow for the use of accepted SPIs. A video featuring SPI progress to date, perspectives from various management council members (CTLs, DCAA, CAO Commanders, etc.) and future direction of the program will be distributed throughout DCMC and the services to complement various SPI training activities.

SPI Recognition Program

We are formulating an SPI recognition program that will recognize management councils for their efforts in areas such as technical innovation, sharing successes, and mentoring suppliers. The award will emphasize teaming plus the quality and impact of SPI concepts submitted. We expect to announce the awards competition in mid-January and target mid-March for an awards ceremony to honor the recipients. The ceremony will coincide with ARD.

Enhancing Awareness

We continue to conduct a myriad of education and outreach activities designed to raise awareness of SPI at the working level both within government and industry. Highlights of activities conducted during the quarter are provided below.

- We have developed SPI training slides and handout materials that address both the buying activity and contract administration perspectives. These materials were presented in November for the first time at a two hour training elective we conducted at the Defense Systems Management College. In addition, an abridged version was used to provide three mini “how to” seminars for procurement offices at the Navy’s December 10th SPI conference held in Rosslyn, Virginia. These materials have also been provided to the Army Logistics Management College for inclusion in their Defense Specification Management User courses.
- The National Industries for the Blind (NIB) and National Industries for the Severely Handicapped (NISH) Convention was held in Kansas City on October 7-8, 1996. The SPI Team conducted a workshop on block changes, which introduced conference attendees, representing all the sight impaired industries in the United States, to SPI. Workshop participants were unfamiliar with the initiative, but quickly became interested once they learned it could benefit them. Discussions focused on converting existing MIL-Q 9858A requirements to the ISO 9000 Quality Standard Series.
- DCMC’s West District joined Hughes Corporation to offer an SPI Lessons Learned Conference in Los Angeles on October 23, 1996. Dr. Kaminski provided keynote remarks, followed by presentations from industry/Government management council representatives. SPI team members also conducted an SPI workshop for conference attendees. Over 260 government and industry representatives attended.
- On October 24, 1996, SPI Team members joined Rockwell International at their SPI Subcontractor Conference to discuss supplier involvement in SPI. They brought together two dozen of their major suppliers to hear presentations by DoD and NASA representatives, and discuss ways for subcontractors to participate in SPI.
- Lockheed Martin held its 4th quarterly SPI conference in Tyson’s Corner November 19-21. The conference drew approximately 170 attendees, representing the company (95), the Department of Defense (65), DCAA (2), and NASA (8). In addition to DCMC, all of the military services and most Lockheed Martin facilities attended. Mr. Norm Augustine, Lockheed Martin Chief Executive Officer, and Major General Drewes urged participants to use this event as an opportunity for Government and industry to work together to break down barriers and to build on successes already achieved under SPI.
- DCMC held a conference in Phoenix on December 5, 1996 to focus on increasing SPI involvement among small to medium sized businesses. Representatives from these firms attended and outlined

special circumstances which may preclude their participation in SPI. Items discussed include short performance periods, implementation costs, and multiple processes not generally maintained by these firms. Attendees agreed there still may be benefits from SPI that pertains to this community.

Sharing Successes

In our previous activity reports, we announced our efforts to collect and post summaries of approved SPI processes at contractor facilities on the DCMC Home Page. Through our DCMC field commanders, we asked participating contractors to provide non-proprietary information on SPI successes along with a facility point of contact who could answer questions and provide any additional information. By design, this endeavor will allow industry to build on SPI successes and build synergistic relationships to advance contractor participation in SPI. Summary concepts are now available under SPI on DCMC's Home Page (<http://www.dcmc.dcrb.dla.mil>).

Expanding the Role of Management Councils

Management councils are key tools for accelerating improvements in the acquisition process. Originally established under the Reinvention Laboratory for the Reduction of Contractor Oversight, management councils were the mechanism for discussing reinvention ideas and for resolving problems. The effectiveness of the council is contingent upon senior level participation. As such, the council consists of a senior contractor representative, a senior program office representative, a senior DCMC representative and a senior DCAA representative. Based on the success of management councils in the Reinvention Laboratory, when SPI was launched, they became the centerpiece for facilitating the necessary understanding of proposals and securing the necessary agreements from each of the affected parties. The underlying success of SPI is rooted in the application of this concept.

Management councils offer the opportunity to facilitate other improvement projects than just SPI. Members of the council can bring any issue forward for discussion and resolution. For example, the management council is an excellent forum to coordinate perceived needs for audits, evaluations, red team reviews, etc.. Rather than sending in individuals from various organizations to conduct similar reviews, it might be possible to coordinate such reviews among the inquirers to reduce redundancies. Evaluation results of a single review can then be shared among the inquiring organizations. On October 22, 1996, DCMC issued a policy memorandum formally endorsing the use of management councils to reduce duplicative government audits. We will keep you informed of other areas where we are expanding the use of management councils.

Conclusion

SPI remains one of the important keys to DoD's acquisition reform efforts and its transition to performance based contracting. The above clearly shows we are making progress toward this objective. More importantly, as SPI evolves, we continue to see additional opportunities for implementing best practices through extremely effective Government/contractor teaming. We must maintain our momentum and commitment to the program in the coming year to ensure continued success.

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Appendix A - Executive Summary

Appendix B - Charts

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Appendix G - Types of Process Changes

Appendix H - SPI Participation Compared to DoD Sales (Top 200 Analysis)

Appendix I - NASA Summary and Listing

APPENDIX A

Summary Report as of December 30, 1996

Contractors Which Have Submitted Concept Papers:	136
Key Customer Notification Complete:	120
Component Team Leaders Identified:	95
Total Concept Papers Received:	552
Concept Papers Withdrawn:	52

**Concept
Papers**

**Proposal
Development -
Concept Paper -
(30 Days)**

**Approval Cycle -
Customer
Notification and
Agreement -
Resolution of
Differences -
(60 days)**

**Modification
Issuance -
Negotiation of
Consideration
(30 Days)**

Concept papers may contain multiple processes

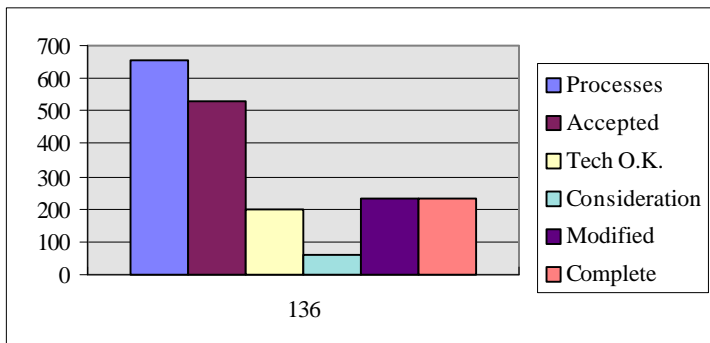
Total Proposed Process Changes:	671
Number Initially Accepted :	558
Not Accepted Within 30 Days of Initial Submission:	83

Found Technically Acceptable:	196
Found Unacceptable:	21
<i>Components objecting</i>	
AF	7
Army	6
Navy	6
DLA	2
DCMC	16
Disagreements/Problems Escalated:	1
Not approved within 60 days of Mgt Cncl Acceptance:	143

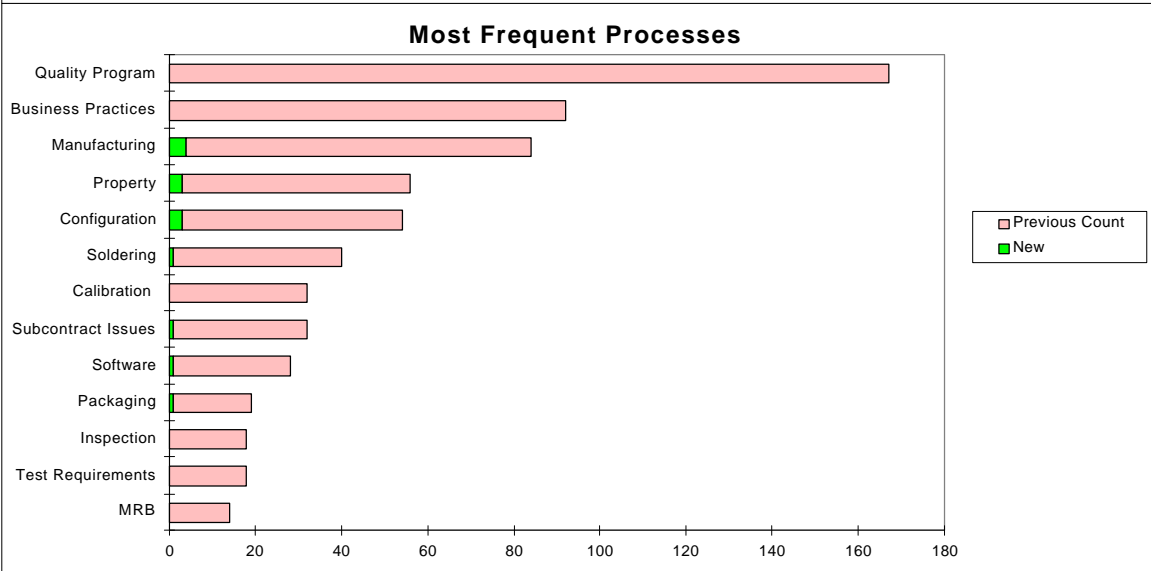
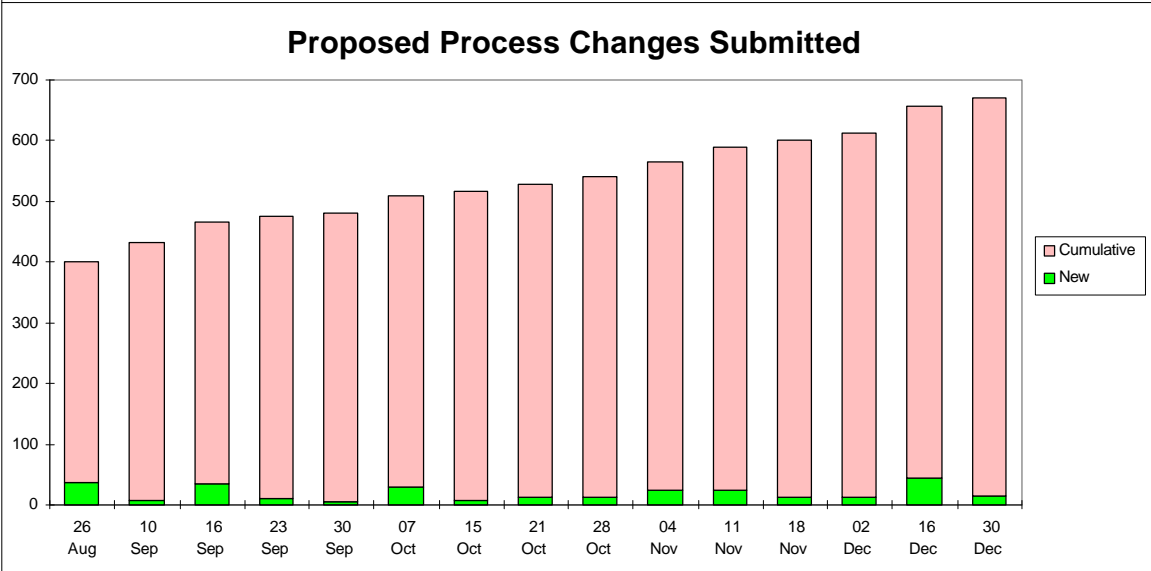
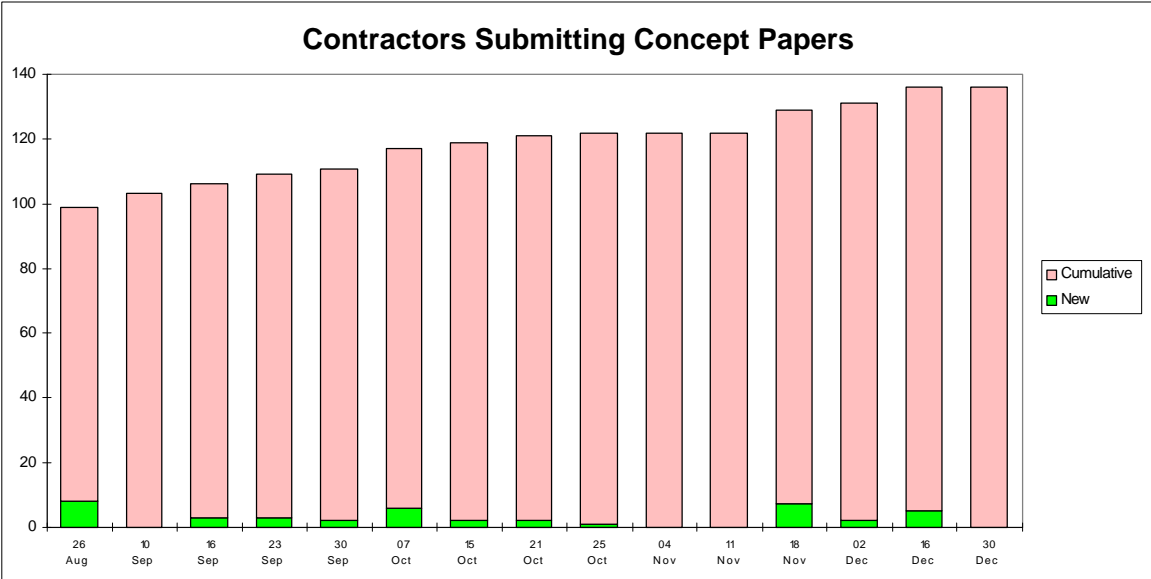
Processes Modified:	243
All Actions Complete:	243
Not Modified within 30 days after Tech Acceptance:	56

Consideration Requested by Government:	63
Cost Proposals Received:	39
Consideration Finalized:	20
Average Days From Submittal to Mod:	113
Currently Active:	407

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APPENDIX B



APPENDIX C

**Details on New Concept Papers Received
During the Reporting Period**

<u>Contractor</u>	<u>Old Process</u>	<u>New Process</u>
Boeing Seattle, WA	Multiple Government Software Standards	Contractor Process
	MIL-STD-2073-1C	ATA300 Commercial Packaging System
	MIL-STD-480, 481 ,482, 483, and 973	Cofiguration Management Program Based on EIA/IS-649
	MIL-E-21981, MIL-P-514 MIL-STD-130, and 1806	Company Marking Process
	Government Small Purchase	Company Procedures Requirements
	MIL-STD-1567A	Company Work Measurement Process
	MIL-C-9949, 9968, MIL-STD-155, and 804	Company System for Data Retention
Lockheed Martin Denver, CO	MIL-STD-1528	Company Manufacturing Management Process
Lockheed Martin Sunnyvale, CA	MIL-STD-2000	Commercial Soldering Standard
Lockheed Martin Fort Worth, TX	DoD Acquisition Process	FASA Procedures
	New Procurements	SPI Acceptance
	Subcontract Flowdown	Relief, SPI Processes
Lockheed Martin Camden, NJ	MIL-STD-480, 481, 482, 483, 973, 1456, and 1521	Company Configuration Management Plan
Motorola Scottsdale, AZ	DoD-STD-2167A, 1702, 7935A MIL-STD-498	Company Software Development

**Details on Block Change Modifications Completed
During the Reporting Period**

<u>Contractor</u>	<u>Old Process</u>	<u>New Process</u>
GE Aircraft Engines Cincinnati, OH & Lynn, MA	MIL-STD-480/483/973 Management Plan	GE Configuration
Hughes Los Angeles, CA	MIL-STD-9858A, MIL-I-45208, MIL-STD-1521, NHB 5300.4(1B)	ISO 9000 Quality Program Program
	MIL-STD-45662A	Company Calibration Process
Lockheed-Martin Denver, CO	MIL-STD-9858A, MIL-STD-1586, MIL-I-45208	ISO 9000 Quality Program
	MIL-STD-1535A, NASA HB 5300.4 Section 1d503	Company Process for Supplier QA
	MIL-STD-1540B/C, NASA Goddard GEVS	Company Test Plans
	MIL-STD-1567A Measurement Process	Company Work
	MIL-STD-1785	Company System Security Program
	MIL-STD-470	Company Maintainability Program
	MIL-STD-881	Company WBS Process
Lockheed Martin Fort Worth, TX	MIL-STD-1567A	Company Work Measurement Process
Lockheed Martin	DoD Acquisition Process	FASA Procedures

APPENDIX E

APPENDIX F

APPENDIX G

APPENDIX I

NASA Quarterly Report Executive Summary

This summary provides status on those contractors where NASA is a major customer. As depicted on the enclosed NASA Summary Report, our database reflects the following NASA SPI activity:

	<u>December 31, 1996</u>	<u>September 30, 1996</u>	<u>% Change</u>
Concept papers received	117	68	72%
Proposed processes	139	76	82%
Processes modified	26	7	271%
Contractors participating	26	15	73%
Companies w/ modifications	12	6	100%
Average cycle-time	103	136	-22%

We continue to work closely with NASA to improve our data collection and tracking of SPI activity and to improve our coordination efforts.

NASA Summary Report

As of: 03-Jan-97

Contractors Which Have Submitted Concept Papers:	20
Key Customer Notification Complete:	18
Component Team Leaders Identified:	14
Total Concept Papers Received:	117
Concept Papers Withdrawn:	14

*Concept
Papers*

**Proposal
Development -
Concept Paper -
(30 Days)**

**Approval Cycle -
Customer
Notification and
Agreement -
Resolution of
Differences -
(60 days)**

**Modification
Issuance -
Negotiation of
Consideration
(30 Days)**

Concept papers may contain multiple processes

Total Proposed Process Changes:	139
Number Initially Accepted :	120
Not Accepted Within 30 Days:	16

Found Technically Acceptable:	28
Found Unacceptable:	5

Components objecting

AF	Army	Navy	DLA	DCMC	NASA
1	0	0	0	4	0

Disagreements/Problems Escalated:	0
Not approved within 60 days:	28

Processes Modified:	26
All Actions Complete:	23
Not Modified within 30 days:	20

Consideration Requested by Government:	100
Cost Proposals Received:	0
Consideration Finalized:	20

Average Days From Submittal to Mod:	136
Currently Active:	108

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